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Recommendations were divided into suggestions for immediate action and action for long-range effect. The suggestions for immediate action included retaining the 6-3-3 organization of the school, experimenting with the comprehensive high school, and setting up two experimental 4-4-4 complexes. Integration plans included reviewing zones and changing feeder patterns, strengthening free choice and open enrollment programs, developing special schools, and establishing after-school and summer programs for enrichment. Plans for vocational education included experimenting with two-period and three-period shop programs, developing short occupational courses for potential dropouts, expanding the work-experience program to make vocational schools available after school for pre-employment training of unemployed persons, establishing a "skills center" for out-of-school youth, and providing special, educational, and vocational counseling for disadvantaged students.

The long-range programs included constructing new high schools; evaluating the 6-3-3, 4-4-4, 4-3-4 school organizations; and establishing programs to provide flexibility for student transfers between academic and vocational high schools in the 11th and 12th grades.

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TOWARD QUALITY SECONDARY EDUCATION

Recommendations on the Reorganization of the New York City High Schools

A REPORT
TO THE
SUPERINTENDENT OF SCHOOLS

REPRINTED BY PERMISSION
U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
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New York City Public Schools
December 1964
Office of Education-EEOP
Research and Materials Branch

Bennett O. Stalvey

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TOWARD QUALITY SECONDARY EDUCATION

RECOMMENDATIONS ON THE REORGANIZATION OF THE NEW YORK CITY HIGH SCHOOLS

DECEMBER 1964

Today's education for all must meet the needs of free people in our democratic society. It is imperative to identify, nurture and wisely use the human and intellectual resources of the nation. The fate of our free society rests, at least in part, on our ability to meet this need. An undiscovered talent, a wasted skill, a misdirected ability or an untrained mind, constitutes a threat to the capacity of a free people to survive and progress. As President Kennedy said, "Our progress as a nation can be no swifter than our progress in education." Our requirements for world leadership, our hopes for economic growth and the demands of citizenship itself require the maximum development of every young American's capacity.

Our country's children are our greatest national resource. Beside them our natural wealth is as nought. Therefore, our schools must accept the charge to cultivate their abilities and encourage their self-fulfillment. In these times of peculiar strain, the youth who leaves our schools must be socially responsible, morally aware, intellectually developed and economically able.

Society must have goals and responsibilities that are at least as encompassing. For every youth born into our society there must be a place. He should be assured that he is wanted; that when he reaches maturity he can expect to find suitable employment; that he will be able to raise his family with dignity and in some degree of comfort; in short, that he has individual worth. If these obligations are acknowledged and met by our society, the scope of our educational undertaking becomes clarified.

Since the turn of the century, the community has heaped upon its educators a most demanding assignment. Into the school system has poured an increasingly greater proportion of the youth of the nation than ever before and these boys and girls are remaining in the schools for more years of education than ever before. While the population of the nation since 1900 has increased approximately fourfold, the school population has increased eightfold. Enrollment on the high school level has increased eighty fold.

Although it has been firmly resolved that all must have equal opportunities for education, it must also be firmly resolved that all should not receive exactly the same education. If we believe in quality education for the enormous numbers of boys and girls who attend our schools, if we recognize that the curve of distribution provides a broad umbrella over a wide range of many and diverse abilities; if we realize that opportunities for continued education and vocational choice are almost unique for each individual based upon family circumstances, personal desires and environmental conditioning; and if we appreciate that a dynamic American industry spreads its opportunities across a countless variety of jobs, then we gain keener insight into the many challenges to American education as it moves forward to meet the diversity of needs, interests and abilities of our youth.

The schools of New York City provide a comprehensive cross section of the diversity of the total school population of the country. Like any other large city in the United States, New York faces the increasing complexities of a crowded metropolitan

area suffused with a heterogeneity of racial, religious, ethnic and social characteristics which tend to multiply the variety of individual needs and capacities of its school population. As the largest city of the nation and as the largest port of entry into the nation, New York City's problems of diversity are complicated by the migration of Negroes from the South and Puerto Ricans from the Commonwealth.

The school system of New York City must accept, and does accept, the challenge of the cultural and racial heterogeneity of its student population. It must also meet the challenge of the college bound and professionally directed students as well as those interested in the skilled trades and others for whom high school is terminal.

The recommendations contained in this report are the work of a committee appointed by the Superintendent of Schools at the direction of the Board of Education. The Board's original purpose was to have the committee review the matter of improving integration in the high schools but the final scope of the committee's charge was enlarged to enable it to review the entire senior high school program. Although the committee was composed solely of members of the professional staff, it had the benefit during its deliberations of reports from and discussions with numerous organizations interested in secondary education and frequent advice from a variety of eminent consultants. However, the recommendations in the report are those of the committee and do not necessarily reflect the opinions of the consultants.

When the Board of Education asked for this study, it was not unmindful of the positive contributions made by our high schools and the efforts of the High School Division to improve the program. Our high schools have contributed mightily to the education and development of youth in New York City. An examination of the records achieved by our graduates in higher institutions of learning, in graduate work, in scholarship competitions, in talent searches, reveals that New York City high school graduates excel in all of these endeavors and usually lead the country, out of all proportion to their numbers. It is also fair to point out that we have been pioneers in the development of vocational education as noted in a report, "New Programs in Vocational Education," issued by the Research Council of The Great Cities Program of School Improvement. We have been in the forefront in the development of advanced placement courses for college bound students. Also, a great deal of time and effort has been devoted to devising courses and programs for non-college directed youth that have been attending the academic high schools.

Nevertheless, the facts that times are changing, that the pupil population is changing, that the attitude of the community toward integration is changing, that labor and industry are not making it possible for enough young people, high school graduates and drop-outs, to attain initial employment, that there are social shortcomings in New York affecting minority and disadvantaged groups, have all pointed to the need for another long look at high school organization. The hope is to make high schools more effective instruments in meeting the avowed objectives of public secondary education, to reduce the number of school drop-outs, to work toward developing for each student skills that will lead to higher education or toward immediate employment, to extend guidance beyond the high school, and to provide for greater integration as a basic element in quality high school education.

Society must assume its share of responsibility for the creation of an alarming army of discontented youth, unemployed and restless, depicted as social dynamite by educators and sociologists. There are two facets to this dire situation. First, the halfhearted attempts to cure slum housing and ghetto living for Negroes and Puerto Ricans have deteriorated to the point where low cost housing projects that began as integrated units are now segregated dwellings and, because of this failure, the problem of integrating our schools has become more difficult even on the high school level.

The community often fails to accomplish a social imperative and it then turns to education to achieve what the community finds impossible to achieve.

Secondly, labor and industry have not fully accepted their responsibility for receiving young people into the ranks of the employed. We are appalled to find the unemployment rate among teenage youth as high as 15%, and among the disadvantaged youth as high as 25%. The unemployed are not all drop-outs because many of them have been graduated from high school and many have salable skills, yet industry and labor have not adequately tempered their economic objectives with social awareness.

There is no solace in blaming all of the ills that are besetting our young folks on society, and there is no disposition to assert that our work in the high schools has been ideal and totally adapted to the needs of youth. We do recognize that we must move forward rather than become immobilized by the happy contemplation of our present excellences. The dynamism of education on all levels and especially on the senior high school level is such that we must propose a program that will outline the new and compelling problems, abstract what has been proved successful, construct necessary experimentation and devise plans for incorporation as we evaluate the results. To these ends we must employ free ranging imagination, adaptation of present programs, new and courageous approaches and the wealth of rapidly evolving techniques that education is producing.

In studying the reorganization of the New York City high schools, the overriding consideration must be the best possible educational program for all the children. Changes in structure become necessary only if they help children to achieve this objective more quickly, more fully, and more easily. Suggested changes must, therefore, be evaluated in terms of desirable effects upon children, and in terms of their contributions to the achievement of educational goals.

In attempting to arrive at the most desirable program for children, the committee has made certain recommendations for experimentation and for long-range planning. The committee believes that each recommended experiment should have a time limit placed on it at the time it is designed and that such time limit, though varying with the problem, will not be unduly extended. The term "long-range planning" also does not indicate a sense of delay but rather means that the matter needs further study and careful preparation which cannot be completed by September 1965 but which should be ready shortly thereafter for implementation by or prior to September 1966.

As we consider the recommendations that we are prepared to make as a committee on the reorganization of the high schools, it seems logical to sub-divide them into several categories so that we may achieve unity of purpose and maintain appropriate reference within context. Not only must we continue programs for our more able pupils but we must also keep in the forefront our deep concern with integration and our desire to find a more effective course of study for the pupil with less than average ability who will not go to college or a technical school and yet must be prepared to become a contributing member of society. It is to be hoped that each set of recommendations will contribute toward our overriding objective, namely, the improvement of the educational program in our high schools and the assurance that we are attaining quality education for <u>all</u> high school youth.

INTEGRATION

The committee firmly supports the position that quality education and integration are necessary concomitants of a good secondary-school education. It is committed not only to the idea of quantitative integration of all of our senior high schools but also to the ideal of qualitative integration of student bodies and school staffs (faculties, administrative and supportive service personnel).

Using the measuring device employed by the committee that promulgated "The Allen Report" there are no "Negro-Puerto Rican Type" segregated senior high schools in our city, although one senior high school is just beyond the dividing line. There are a few "White Type" segregated schools. For the most part, these are specialized high schools.

The objective of the committee is, therefore, to institute programs and policies which will further integrate "borderline" schools of both "types" and to insure that future patterns of pupil enrollment in senior high schools will maintain an integrated pattern.

RECOMMENDATIONS FOR IMMEDIATE (1965-66) IMPLEMENTATION

1. The problem at this level is one of developing policies which will lead to improved integration and which will insure against segregation in the future. However, the problem cannot be considered at the senior high school level without reference to the other divisions. The committee recommends, therefore, that the plans currently being put forward by the Junior High School Division for full desegregation of grades 7-8-9 and that the studies now under way by the Columbia University Institute of Urban Studies be given immediate and most thoughtful consideration and that early decisions in this regard be made. The impact of these decisions on senior high school plans will be profound.

2. Zoning for all schools should move in the direction of feeder patterns since by this device it is easier to provide integrated high schools. The High School Division should engage in continuing review of present zoning patterns and establish, where necessary, patterns which will foster further integration.

3. Experimentation should take place immediately with the zoning of larger areas within which "feeder" patterns could be used to improve integration. For example, the zones in Central Brooklyn of Midwood, Madison, Erasmus Hall and Wingate High Schools might be treated as a single area and "feeder" patterns could be established within the area such as to provide the optimum integration of the schools concerned.

4. Free-choice transfers and admissions should be continued and expanded where high school capacities permit with improved integration as one of the major goals. For the present, it will be necessary to interpret the term "capacity" in a liberal sense if pupils are to be given a genuine "free choice." To give pupils a "choice" only to close them out because of "lack of capacity" is to give them no real choice at all. Still, such transfers should not be permitted to an extent which would result in the deterioration of the school's educational program by reason of overcrowding.

The committee recognizes that this proposed policy presents difficult problems in administration to the Senior High School Division where over-crowding and over-lapping sessions are already severe. Still, the committee recognizes that significant immediate steps must be taken pending longer-range solutions.

The committee recognizes, too, that the free-choice transfer plan has not, in practice, been taken advantage of sufficiently at lower school levels where it has been offered. Since older youth can, without serious personal or educational damage, travel longer distances, the committee believes that the prognosis for success of such a program at senior high school level is far more favorable than it is at lower levels. The committee recommends, therefore, that this policy be continued and expanded, and that it be coupled with a program of vigorous publicity to insure maximum use of the program on the part of pupils in school situations that are presently less - well integrated.

5. With respect to the problem of integrating the specialized high schools, the committee believes that many more Negro, Puerto Rican and/or disadvantaged pupils should be able to qualify. The committee believes that the admissions policies of such schools should continue to be based on measures of the prospective pupils' potential for success in the specialized programs offered by these schools. Long-range solutions to the problem are necessary. For the immediate future, however, the committee makes the following recommendations:

   a. That the principals of specialized high schools be directed to make specific proposals for the discovery of able disadvantaged and minority-group students for admission to their schools in September 1965. The number of such try-out selectees should be kept at a manageable level so that the basic excellence of these schools and their programs is not disturbed while longer-range solutions are found.

   b. That the guide lines for selecting such pupils be set by the Senior High School Division with the advice of the principals specified in (a) above.

   c. That disadvantaged pupils now in the 8th year who show potential be recommended by their principals for a special 1965 afternoon and summer program to improve their chances of meeting the entrance requirements for the specialized schools for September 1966, pending the development of a long-range problem.

RECOMMENDATIONS FOR LONGER-RANGE IMPLEMENTATION

1. The building program for senior high schools should receive top priority so that all senior high school pupils may have a full day of education in uncrowded single-session schools without annexes in satisfactory and appropriate school building plants. Such a building program is a necessary prerequisite for full implementation of a high quality integrated secondary school education.

2. New senior high schools should be built in locations served by rapid transit lines so that they are easily accessible to pupils from large geographic areas of the city. Integrated "feeder" patterns are possible only as a result of such site selection. Accessibility to rapid transit lines is an even more

realistic criterion than location in "fringe" areas since population mobility and neighborhood changes may alter the description of such areas over rather short periods of time. Past history of our city proves this point beyond possibility of refutation.

3. As new high schools are opened, zoning for such schools should be on the basis of "feeder" patterns which insure integrated student bodies rather than on the basis of geographic areas.

4. If, we continue the experiment of sending 9th year pupils into senior high schools, "sending" schools should be selected in such a way as to provide integrated entering classes within the senior high schools as well as integrated high schools.

5. With respect to the long-range plans for integrating specialized high schools and specialized programs which have highly selective means of determining admission, and of encouraging the admission of disadvantaged pupils with potential, the committee considers it important to remember that in the absence of instruments which will measure satisfactorily the capacities of our disadvantaged youth, we may be neglecting to develop potential talent and contributing to the waste of human material. The committee recommends therefore:--

   a. That the principals develop the short-range plan referred to above into a longer-range plan designed to explore avenues for uncovering such pupils.

   b. That such plans include identification and preparation of such potentially capable pupils during the junior high school years.

   c. That such programs of preparation might be modeled on the programs now being advanced by some of our colleges and universities. Thus, these pupils will engage in not only enriched and thorough-going educational programs in their "home" schools, but also in educative pre-entry experiences in the specialized high school itself on an after-school, weekend and summer basis.

   d. That with the assistance of the Bureau of Educational Research, the plan be drafted and appraised in such way as to establish valid devices for unmasking the abilities of disadvantaged youth, of studying how best to reach and guide them, and of finding the most effective methods of selecting pupils best suited for these selective schools and programs. We face the dual objective of finding youths with greatest potential, regardless of apparent handicap or advantage, and of using these specialized schools and programs to achieve their fuller realization.

TYPES OF HIGH SCHOOLS

Some types of high schools have proved their worth and should be continued in their present form. They will be expected to improve what they have done so well and to be alert to necessary change. The committee recommends:

1. That the specialized high schools consisting of Brooklyn Technical High School, the Bronx High School of Science, Stuyvesant, and the High School of Music and Art and the Performing Arts be continued. Their student bodies are screened

for special ability and outstanding intellectual potential. These schools have attained national renown and should be continued in their present form. They have richly earned the respect with which they are regarded.

2. That we also retain the unit trade vocational high schools, such as the New York School of Printing. As the industrial and technical needs of our city change, we should adapt, abolish or add schools which will contribute youth with superior training to our work force. If we are to preserve the status of our city as an industrial and technical center, we must feed a constant stream of highly-qualified young people into our industries.

3. Pending the results of experimentation, the academic high schools and the multi-trade schools are to be continued.

4. Other types of high schools are discussed in the following sections.

VOCATIONAL HIGH SCHOOLS

Vocational education has an important place in the secondary school curriculum. It appeals to a large segment of youth and it serves a positive purpose for business and industry. Public education in New York City has an obligation to offer a balanced type of vocational education. The labor force in this community should be augmented by individuals with skilled trade competencies in order to provide for the needs of local business and industry. In addition, provision must be made for training in occupational areas for less able youths in unskilled and semi-skilled competencies.

Our approach to vocational education must become more flexible. The changing needs of the industrial and technical world indicate the desirability of gearing our vocational program to broad areas of training rather than to isolated trades. Although multi-trade vocational schools in many instances offer complete specialized courses in trade areas, it is desirable to explore the possibility of changing multi-trade schools into comprehensive high schools. If experimentation justifies this move, such reorganization would provide greater flexibility for the pupils and would still enable certain of them to pursue trade training in schools other than unit vocational high schools. The provision of comprehensive programs in these schools would assist in developing better feeder patterns for purposes of integration and would encourage vocational training for many pupils who might otherwise not enter the present multi-trade vocational high schools.

The development of a strengthened and flexible program of vocational education makes it imperative that much closer liaison be established between the high schools and the community colleges and technical institutes. Continued training in the skilled trades and technical pursuits are a proper sphere for these institutions and their training potential should be fully utilized and not conflict with any 13th or 14th years of training that we might offer in our vocational high schools.

In order to meet these objectives the committee makes the following recommendations:

1. Although in general a pupil's commitment for vocational training should be delayed until the 11th and 12th years, some youths give early and persistent evidence of being potential dropouts. For them occupational training may be

appropriate as early as the 10th year. When undertaken it must be intensive and short-range to equip them with minimal skills for successful employment. If this program causes them to recapture interest in continuing their schooling, they should be introduced into the 11th and 12th years of trade training.

2. Movement between academic and vocational high schools should be made easier at all levels and especially at the 10th year. In this 10th year the shop program should occupy a minor portion of the instructional time and parallel instruction with the academic school should be emphasized, placing stress upon general education.

3. We should be moving toward a program in which the 11th and 12th years become the basic years for occupational training. Thirteenth and fourteenth years might be used for extensive and additional training, particularly for graduates of academic high schools.

4. The number of shop periods should vary according to area and the degree of complexity of occupational instruction. We should experiment in some programs with 2 and 3 period shops and, in other programs, with more than 4 periods in the shops.

5. The boundaries between industrial arts and vocational training should be blurred. Some schools should experiment with the use of industrial arts courses for the development of primary skills.

6. The concept of "skills centers" has been explored in our vocational high schools. It has been found to have merit and is the basis of a program of adult vocational education now being offered in many of our vocational high schools. Some vocational schools selected by geographic location and proximity to areas of need can make available a portion of their shop facilities for pre-employment training and for more extensive part-time training for students who attend high schools without such facilities. In addition, as is being done in Girls' High, some buildings can be adapted to serve an exclusive function as "skills centers" for dropouts and other youth who have severed formal connection with secondary schools. At least one such center should be established in each borough.

7. There should be a coordinated survey of employment opportunities in the metropolitan area so that the schools may gear their programs and facilities to actual need. The survey might use the services of appropriate city, state and federal agencies as well as the staff of the Board of Education.

8. A vital part of vocational education is the opportunity for work experience. Ideally, work-study experiences should be available to every pupil in the vocational program. As rapidly as possible we should enlist the cooperation of industry and labor to extend the program for both academic and vocational high schools. The Advisory Commission on Vocational and Extension Education and the Commission on Cooperative Education should be called upon to lend their good offices toward this end.

9. A special committee should be appointed to initiate joint discussions with the community colleges and technical institutes on the development of a more closely articulated program of vocational education.

10. A special committee should explore the opportunities for extending and modifying vocational education by a careful study and application of the Vocational Act of 1963 and the Economic Opportunity Act of 1964.

THE COMPREHENSIVE HIGH SCHOOL CONCEPT

What the secondary school of the future shall be is difficult of definition and requires immediate and concentrated experimentation. The sharp cleavage between academic and vocational high schools demands modification or abandonment. The comprehensive high school is a concept designed to provide program flexibility. Although we might wish to establish such schools as the typical senior high schools, we must through experimentation determine which combinations of programs best fit the needs of New York City pupils.

The term "comprehensive" applied to a high school refers to the degree to which the school meets the goals, needs and purposes of ALL students in a community. No school, regardless of its size, can be completely comprehensive because it is physically impossible to offer training in every conceivable kind of skill called for in a city as large as New York. However, a comprehensive high school in this city would mean one whose offerings would include college preparatory courses, business education, industrial arts and preparation in a few selected trade areas.

We recommend that a program of experimentation be undertaken to permit appraisal of a number of possible patterns. It can begin almost immediately by using schools already existing or soon to be completed. We, therefore, propose the following series of concurrent pilot projects to be started in September 1965.

1. The establishment of four comprehensive high schools, using one existing academic high school (John Jay), one existing multi-trade vocational high school (Woodrow Wilson), and two high schools now in the planning stage (Northeast Bronx H.S. and Jamaica Vocational H.S.).

2. The creation of a single comprehensive organization under one principal for one existing academic and one existing vocational high school selected because they are adjacent to each other and located in an area that will facilitate an integrated student body (Prospect Heights H.S. and Clara Barton Vocational H.S.).

3. The cooperative venture of an academic high school and a vocational high school now existing adjacent to each other, both of which will retain their principals but pool their program scheduling, guidance procedures and other resources so as to make maximum use of both facilities. (Jamaica H.S. and Thomas Edison Vocational & Technical H.S.)

If the comprehensive high school proves its worth, the multi-trade high schools should be phased out and converted to comprehensive schools. The model for their conversion would be selected from the most successful of the experiments which have been described. Meanwhile, all other new high schools should be planned for possible use as comprehensive schools.

THE NEW HIGH SCHOOL FOR OUR TIMES

1. It is urged that steps be taken immediately to establish a pilot school in accordance with the proposal made for a "New High School" as outlined by the Committee on Experimentation of the High School Division in its printed report published in May, 1963. It is further recommended that the pilot school be established in the proposed "Shore Front" high school now planned for Brooklyn and that the program of requirements be altered so as to furnish facilities as required in the prospectus.

2. The new high school should attract a typical city cross-section of pupil population, catering to the able, the average and the disadvantaged.

3. Since the school is located on several rapid transit lines, it will be possible to achieve ethnic integration while at the same time serving the local area.

4. The tendency will be toward an ungraded high school, depending on five units of work in each subject area for each year with advancement from one phase to the next depending on mastery in the current phase.

5. Preliminary curriculum work is essential so as to set limits and objectives for each of the units of the subjects that will be pursued during the 10th, 11th, and 12th years. Foundation money should be sought for this type of curriculum innovation.

6. Teacher-training for at least six months before the opening of the new school is essential if the purposes of the curriculum and the methodology involved in the new approach are to be made part of the initial background of the staff. Foundation money should be sought for this as well, extending over a three-year period until the school has grown to its full complement of students and teachers.

THE QUESTION OF SCHOOL SYSTEM ORGANIZATION

No problem considered by the committee received more time and attention than did the problem of school system organization. The committee, in its deliberations, was well aware that:

1. The most frequently found organizational pattern among school systems in the United States is the 6-6 pattern. However, many, if not most, of these six-year secondary schools have a quasi 3-3 organization within them, including a separate administrative officer assigned to the first 3 years (junior high school) of the six years.

2. The majority of pupils in the schools of the United States attend schools organized in a 6-3-3 pattern. The number of such is increasing rather than decreasing. The systems of most large urban centers are organized in this pattern.

3. There is much controversy among educators about the best possible organizational pattern for the secondary school youth of our nation, with much of that controversy raging about the junior high schools and particularly about the placement of grade 9.

4. There has been advanced by responsible authorities the idea that quality integrated education in New York City can be served best by a 4-4-4 organization, with the addition of two or three years to the primary grades through the inclusion of kindergartens and pre-kindergartens for some or all pupils beginning, possibly, at age 3.

QUESTIONS RAISED BY THE PROPOSED CHANGES IN ORGANIZATIONAL STRUCTURE

The committee is in full agreement with and supports the gains in quality education and in integration envisioned by those who are proposing changes in the organizational structure of our school system. The following questions and issues remain to be resolved, however:

1. Are these hoped-for gains assured as a necessary consequence of a shuffling of the grades included in the various school divisions?

2. Can these gains be achieved within the present organizational structure or within an organizational structure other than the one most recently proposed?

3. Will not much more than the shuffling of grade-number groupings be needed to achieve these desirable gains?

4. What evidence, if any, is there to prove conclusively that 9th grade pupils are better educated in a senior high school organization than they are in a junior high school organization?

5. Would problems of articulation be eliminated or greatly ameliorated as a result of the placement of grade 9 in a senior high school organization?

The two points of view that were developed during the committee study were, as follows:

1. Arguments For the Retention of the 6-3-3 Plan

   a. There is no evidence of the superiority of one plan of grade organization over another.

   b. It would be foolhardy to undertake the changing of an organizational pattern that involves licensed teachers and supervisors, specially designed plants, and specially evolved curricula without more valid reasons than have been advanced.

   c. It has taken forty years to complete the 6-3-3 plan.

   d. Even if it were clearly demonstrated that a change were advisable, and there is no such evidence, the practicality of such a change would have to be carefully evaluated.

   e. It may take many more years to effectuate a drastic new change in organization and such a transitional period could result in serious educational loss.

   f. Now that more and better teachers are available, with new techniques and methods highly developed for teaching the young adolescent, we should try to strengthen the 6-3-3 plan and not abandon it for a hypothetical gain.

   g. Great strides have been made in improving articulation between the junior and senior high schools. A change of plan does not do away with the need for articulation if we are interested in a K-12 program of education.

h. Integration must be given consideration. Effective integration can be achieved by better implementation of current programs, such as open enrollment, and the exploration of other imaginative approaches. Studies are now being made by the Junior High School Division and the Columbia University Institute of Urban Studies of the best procedures for eliminating segregation in the junior high schools. Such steps will also improve integration in the high schools. The feeder pattern of zoning, mentioned elsewhere in this report, will also help.

2. Arguments for Changing to a 5-3-4 or 4-4-4 Plan

a. A four-year high school is desirable because all of the work which the high school principal must certify for college entrance is under his supervision.

b. A four-year high school that is vocational or comprehensive more easily permits two years of exploration in years 9 and 10, and specialization in the 11th and 12th years.

c. One of the original purposes for which the junior high school was organized almost 50 years ago is no longer being realized. In 1915, the junior high school was considered a terminal school for a great number of the pupils with only the academically competent students recommended for high school. This is no longer true.

d. The use of new educational media and the placement of much of 7th grade subject matter in the 6th grade make it possible to have departmentalized instruction in the 6th grade.

e. The effort to improve the quality of education for the disadvantaged must be concentrated in the very early years of formal education. Progress will be made to the extent that we introduce for the disadvantaged pre-kindergarten centers, full opportunity for kindergarten classes and full-time instruction in the first grade.

f. In order to make room for these improvements in the elementary schools, it will be necessary to cut off at least one grade. If the 6th grade is sent to the junior high schools and the 9th grade of the junior high schools is transferred to the senior high school, the building need will be moved to the high schools, most of which are already on extended sessions because of a current shortage of seats. This move would add 70,000 more pupils to the 245,000 now in senior high schools.

However, during the time that the building program catches up to the needs of the enlarged senior high school enrollment, pupils will not be denied a full instructional program. Moreover, many existing high schools could have their capacities increased by additions, annexes or the use of portable classrooms.

g. Since almost all of our high schools are well integrated, the inclusion of the 9th year in the high school organization brings integrated education sooner to about 70,000 pupils.

h. Sending the 9th year students to senior high schools on a complete basis will do away with another kind of segregation. Currently, the 9th year pupils are 8th year graduates of private and parochial schools, and mostly the latter. As a result there is a religious segregation.

i. If the experiment of sending some 9th year pupils to designated senior high schools is discontinued, the 8th year graduates of private and parochial schools should be sent to junior high schools, mostly because it is not possible to give them a viable education in many of our schools because of the small number of such pupils in these high schools. (Less than 15% ninth grade pupils are in senior high schools.)

CONCLUSIONS REACHED BY THE COMMITTEE WITH RESPECT TO THESE QUESTIONS

1. That no organizational structure in and of itself will achieve the desired goal of quality education. All available evidence indicates that far more crucially important than organizational pattern are: the quality of the teaching act within a viable and relevant school program; the quality of teachers who are to perform that act; and the supportive services and personnel needed to carry out that program.

2. That none of the proposed changes in organization in and of themselves will insure a significant degree of additional integration. Only a frontal attack on the problem of de facto segregation will yield the desired results.

3. That serious problems of articulation will remain to be solved regardless of the organizational structure settled upon, whether it be 6-3-3, 5-3-4, 4-4-4 or any other pattern.

4. That, therefore, no massive change in the present organizational structure be made until and unless research proves conclusively that value of one organizational pattern over another in assuring quality integrated education.

5. That a frontal attack be made both immediately and in the longer range upon problems of quality education, quantitative and qualitative integration, and articulation between and among school units and divisions.

RECOMMENDATIONS FOR IMMEDIATE (1965-66) IMPLEMENTATION

1. That a direct attack be made upon the problem of integration within the present organizational structure. Means toward this end have been outlined in an earlier section of this report. While this committee was charged only with reviewing practices and problems at the senior high school level, the issue of desegregation and its impact upon organizational structure cannot be dealt with without reference to the lower divisions.

2. That an attack also be made on some of the more vexing problems of articulation which hobble relationships between the junior high schools and the senior high schools. Important among these is the problem of school records for college placement purposes. The committee recommends that the Senior High School division take steps immediately to negotiate with the colleges and universities concerning the feasibility of presenting for college placement purposes the records of grades 10, 11 and 12 only. Acceptance of this practice would eliminate many of the problems of articulation which arise out of the use of grade 9 junior high school records for college placement purposes.

3. That the "10 schools" experiment (in which 10 junior high schools sent their 9th graders to senior high schools) be reviewed to see whether through more thoughtful choice of participating schools we might not gain a better basis for evaluating the viability of the 5-3-4 plan which resulted from this experimental set up.

4. Select two groups of elementary, junior and senior high schools in sections of the city where the pattern would be most natural and set up two 4-4-4 "complexes." Start these on an experimental course in the 1965-66 or 1966-67 school year.

RECOMMENDATIONS FOR LONGER-RANGE IMPLEMENTATION

1. Set up and carry out evaluation procedures designed to determine whether or not there are particular and unique gains to be had from the patterns of organization outlined above: 6-3-3, 5-3-4, 4-4-4. The study should also include data from other school systems which have varying patterns of organization.

2. If research and evaluation indicate, as this committee believes that it will, that there is no particular value of one organizational pattern over another; and if the Junior High School Division indeed does come up with a realistic, workable and acceptable plan for desegregation of grades 7, 8, 9; and if colleges and universities can be persuaded to accept for placement purposes the records of grades 10, 11, and 12; then the 9th grade should be placed in junior high schools and in junior high schools exclusively.

3. Set up procedures through which continuous progress may be made upon the full gamit of problems of articulation. Such problems are likely to become far more complex as trends toward "non-graded" progress through schools become established as the norm. Note that "non-graded primaries" already have been recommended for the elementary schools. Note too, that something of the same sort is recommended in this report for the "new" senior high school.

THE HIGH SCHOOL PROGRAM

The Committee believes that the high schools are now and have been providing excellent education for college-oriented students and for those students with a commitment to skilled trades, commercial and distributive occupations. It recognizes, also, the many programs instituted for the non-committed and less able students in the schools, such as the general diploma, modified curricula, core classes and the like. In the judgment of the Committee, New York schools have been as active and successful as schools across the nation in seeking to provide meaningful education for this large group of students. It is the position of the Committee, however, that in the light of the societal forces now impinging on our young people, there is an urgent need to strengthen our high school program, particularly as it applies to the uncommitted, to the less academically able, and to disadvantaged youth.

THE GENERAL COURSE

The general course has become the haven for those pupils who cannot or do not qualify for the academic, vocational, technical, or commercial diplomas. Just as there are several ways of meeting the requirements for an academic diploma, so there are many courses that attempt to meet the varied needs of the wide range of students who are now included under the category "General," and a "General" diploma is issued to those who qualify under this generous umbrella. The mixture of subject courses which eventuates in a general diploma leaves many of our graduates without

effective preparation either for further education or for employment. It is also true that this group in our schools contributes the largest number of dropouts and as a result, the terms "general student" and "general diploma" have come to possess a distasteful connotation.

With the needs of the many so-called general students in mind, the following recommendations are presented:

1. Adopt a uniform, single high school diploma for all students to be issued when specified requirements have been met. College officials and prospective employers can be supplied with additional data through requests for transcripts, or it might be possible to specify courses passed on the reverse side of the diploma. This would remove the connotational stigma of the term, "General;" and yet not deprive any pupil of a just recognition of his accomplishments.

2. Organize a broad and massive program of curriculum development aimed at non-college directed students. Much has already been done, but much still needs to be done in the constants of English, Social Studies, Mathematics, and Science. The approach should not be toward duplicating at a lower level the college preparatory curriculum. The criteria should be based on an estimate of what knowledge and skills the non-college graduate public should possess in an age when leisure is increasing and an informed, appreciative, and productive citizenry is a necessity for the democratic process. Much needs to be done in the development of marketable skills in a variety of fields below the trade or craft level and in short course preparation for specific occupations. This curriculum development should result in a variety of significant courses to be offered to the non-college directed students, from which, with effective guidance, they can choose areas of study that will be individually, vocationally and socially profitable.

   A massive curriculum development program is necessarily a long range project. It should, however, begin immediately. It can be speeded up by providing time to chairmen and teachers in the schools to prepare tryout material, to experiment and to report to the central office. It can be further advanced by the employment of capable teaching personnel during the summer months to prepare material. Use should also be made of effective and appropriate curriculum materials developed by national subject matter associations and by other school systems.

3. Make provision in the ninth and tenth years of exploratory courses in business and distributive education, shop skills, and home arts. Major sequences in these areas should be available in the eleventh and twelfth years, hopefully leading to a three year group that has significance in preparing for employment. The implementation of this recommendation would imply some degree of "comprehensiveness" in each school.

4. "Compensatory education for the disadvantaged" should be expanded immediately in senior high schools. Such educational programs should include: --

   a. Additional educational and vocational guidance personnel.

   b. Class size that will make possible more individual attention.

   c. Such remedial services as are specifically needed by the pupils concerned.

d. After-school programs for study and remediation under competent supervision.

e. Rich and varied extra-curricular offerings to compensate for the possible lack of such opportunities in the home communities from which the pupils may come.

f. A definite program for raising educational aspirations of pupils and increasing possibility of achieving these goals.

g. Expansion of opportunities for cooperative education.

h. Placement and scheduling of disadvantaged youth so that they become part of the main stream of school life and activities of the high school as early and as fully as possible.

i. Development and conduct of a program of education of parents for the interpretation of the program of the school and the raising of the total aspirations of the pupils.

5. Expand the Work-experience programs. They have proved their worth in retaining students in school and in preparing them for a smooth transition to employment. It is recommended that programs on the model of the School to Employment Program be expanded for 10th year marginal students, and that such students, along with large numbers of other students, proceed into an expanded Cooperative Program in the 11th and 12th years. Enlargement of these programs will entail the cooperation of business corporations, labor unions, and government agencies on the federal, state and municipal levels, which in turn requires negotiation on the highest level of the Board of Education.

The responsibility of providing work opportunities must be recognized by employers and unions, who have a direct stake in the future performance of youth as workers and consumers. The recognition of this responsibility should include a willingness to provide work opportunities for students whose present job performance is below the normal expectations of supervisors. Work experience is a phase of education and should not be restricted to those who have already developed desirable employee traits and abilities to an adult or near adult level. The possibility of the employment of these students in the schools or in other Board of Education locations should also be explored. The provisions of the Economic Opportunity Act and the Vocational Act of 1963 should be used in the realization of this program.

6. Establish a one semester, five period a week course in orientation to employment. Students should be admitted to this course on recommendation of a counselor and should be programmed for English and appropriate skill subjects if they are identified as probable early school leavers. A primary object of the course should be to influence such students to remain in school. No sixteen-year old student should be permitted to leave school without completing this course or a semester in the School to Employment Program or without an assured job placement.

7. Provide for transfer to a vocational course of properly motivated and able students at any grade level up to and including graduate status.

8. Provide for moving upgraded students into the college preparatory program at any grade level with credit for prior work consistent with the requirements for college admission.

9. As less academically able and disadvantaged students are adversely affected by failure and by insufficient preparation it is proposed that experiments be conducted in some high schools with a non-graded program and progression in phases shorter than a semester in length. Where such experimentation is carried on, it is recommended that all students be included, not only because of the value of the experimentation, but because it is important to provide mobility between levels of subject classes.

IN-SERVICE TEACHER TRAINING

As the teacher is at the center of any educational effort, an immediate inception of a new program of in-service teacher training should also take place. It should include an emphasis on the newer teaching methods and devices, but, more importantly, it should provide for the orientation of teachers to methods, approaches, and practices in the teaching of the non-college directed, the disadvantaged, and the alienated students. The City University and other higher educational institutions of the city should be invited to cooperate in this program along with members of the high school staff qualified in these areas. It is now possible to use N.D.E.A. funds for summer institutes for teachers concerned with the teaching of the disadvantaged.

At least one course in the education of the non-college directed, the disadvantaged or the alienated student should be required of every high school teacher, just as he is required to complete a first aid course. University and examination credit should be provided and, if necessary, teachers should be paid to attend.

GUIDANCE NEEDS

Every significant report on the education and problems of youth issued during the past five years - 1960 White House Conference, James B. Conant books, Venn's Man, Education and Work, Public Education Association reports and statements - calls on Boards of Education to provide a complete guidance service for youth up to the age of 21.

The demand of the community for the guidance and training, under Board of Education auspices, of all youth up to the age of 21 is undoubtedly related to the current picture of unemployment among a large segment of youth while employers are urgently seeking personnel in the service, skilled and technical areas. This entire issue is directly related to the national and City effort to eliminate poverty and other social problems.

Clearly, the senior high school must be the center of activity for the guidance and training of in-school and out-of-school youth. This is the institution which has the last school record of the pupil, the equipment and facilities available for such programs and the personnel with experience in working with this age group.

To be considered successful, an educational program for disadvantaged youth or for uncommitted and alienated youth must result in the development in these young people of a sense of self-worth, commitment to personal and occupational goals, and heightened aspiration. The proposals contained in this report are intended as means to these ends as well as to more effective instruction. These purposes cannot be achieved, however, without the provision of adequate guidance for these groups of students.

We are still so limited in the tools we require to discover the interests, learning patterns and ultimate capabilities of each individual that we must assume a child's guidance with humility. So many of our young people have their potential masked by racial penalty, poverty, disadvantage, slum scars, emotional handicaps or parental inadequacy. Many more have their motivation and purposefulness undermined by late development, industrial indifference, union restriction, social bias or educational oversight.

These are the students whose educational, vocational, and personal problems tend to be most acute and whose abilities are most likely to be masked by frustration and apathy. They are, on the whole, the students whose needs for guidance and counseling are most imperative, if often unfelt or concealed. The Committee, therefore, recommends that guidance service for these children be strengthened by the provision of one full-time counselor for every 200 students in these groups.

For a much smaller group of seriously disadvantaged or alienated students whose successful retention in school entails strong supportive guidance, the Committee proposes a counselor ratio of 1 to 50. In this situation the counselor should continue his guidance relationship with the students assigned him throughout their school careers and beyond to the age of 21 or until they are enrolled in post-secondary education or are in stable job placements. It is only when such students prove so maladjusted as to be incapable, even with strong guidance support, of operating in a school situation, that other agencies should be asked to assume responsibility. The small number of young people who are here referred to should be considered as socially ill, as ill as the victims of physical disease. The schools cannot provide them with proper care any more than they can the physically ill. Curative treatment or care for chronic disorders should be provided by appropriate public or private agencies.

The provision of adequate guidance personnel must be accompanied by a continuing evaluation of the guidance procedures and techniques used in the schools to insure effective assistance to all children, especially the disadvantaged.

GUIDANCE AND TRAINING OUT-OF-SCHOOL YOUTH

The Committee concurs in the opinion, put forward by a number of recent studies of the problems of youth, that the educational system has the responsibility of making substantial opportunities for guidance and job training available to all youth at least to the age of 21. In the complex employment situation of today large numbers of young people, both high school graduates and non-graduates, face unemployment or under-employment for want of skillful direction and relevant training. The primary responsibility for meeting their needs should rest with the school system, which originally undertook to prepare them for useful and rewarding membership in society. In order that their needs may be adequately and effectively met, the Committee offers the following proposals in some of which, for obvious reasons, service to adults over 21 is included.

GUIDANCE CENTERS

1. We now have two Evening Guidance Centers at Washington Irving and Bryant high schools supported by the Board of Education and two Job Counseling Centers under a sub-contract with J.O.I.N. and O.M.A.T. at Woodrow Wilson and William Maxwell high schools. There are additional guidance services provided to adults as part of the effort of the Bureau of Community Education.

The present program of evening guidance centers for out-of-school youth should be expanded to provide at least two centers in each borough (temporarily one in Richmond). Each of these centers should be operated throughout the year during daytime hours as well as in the evening. Each should be staffed by an adequate number of trained counselors assisted by required secretarial personnel. These centers should provide out-of-school youth to the age of 21 with job counselling, guidance toward opportunities for further education, and guidance to appropriate job training.

2. In each of the seven large youth and adult centers operated by the Bureau of Community Education a guidance service, also staffed by professional personnel, should be established and made available to both youth and adults.

3. The strong educational effort carried on by the 16 evening high schools should be supplemented by the assignment of counsellors to guidance offices established in each school to serve exclusively the needs of the students, both youth and adults, attending the school.

JOB TRAINING

1. In every vocational high school use should be made of shops available in the late afternoon and/or the evening for pre-employment training of out-of-school youth. This program should be operated throughout the year and expanded, if necessary, during the summer months to all day use of the facilities available. The training offered should be of two types: short unit courses geared primarily to placement in beginning jobs and longer, structured courses to lead to employment or upgrading in skilled occupations.

2. Skills centers, strategically located, should be established to provide guidance, basic education, and job and trade training for both out-of-school youth and adults. These centers should be operated day and evening throughout the year. Ultimately there should be at least five such centers to service adequately all parts of the city.

PLACEMENT

1. A large number of high schools are now serviced by New York State Employment Service personnel for original job placement of young people leaving school. This service should be extended to all schools and the placement of dropouts as well as of graduates should be a goal of the service.

2. Although programs for out-of-school youth are normally open only to graduates and to non-graduates out of school for at least five months, the Committee proposes that more recent dropouts be admitted to such programs upon the recommendation of a school counselor or other reliable counselling agency.

3. There are numerous efforts being made to provide greater employment opportunities for youth. These include the work of the Mayor's Committee on Youth and Work, the Citywide Advisory Board for Vocational Education, the commissions of the various vocational high schools, and the Commission on Cooperative Education. The Committee recommends that the activities of these groups continue but that a coordinating committee be established on which each group would be represented in addition to the City Labor Department, the New York State Employment Service, the City's Anti-Poverty office and the Board of Education.

S U M M A R Y

The major recommendations of the committee include some for action by September 1965 and others for planning for later implementation, as follows:

FOR ACTION BY SEPTEMBER 1965

Type of School

1. Retain the 6-3-3 organization pending experimentation with other types of organization.

2. Experiment with the comprehensive high school idea in several different ways, as follows:

   a. Establish comprehensive high school programs in one existing academic (John Jay) and one existing vocational (Woodrow Wilson) high school.

   b. Plan two new high schools as comprehensive schools (Northeast Bronx Academic and Jamaica Vocational).

   c. Create a single comprehensive organization under one principal of one existing academic and one existing vocational high school (Prospect Heights and Clara Barton).

   d. Develop a cooperative venture of an academic and a vocational high school now existing adjacent to each other, with both retaining their principals but pooling their programs, guidance procedures and other resources (Jamaica and Edison).

3. Alter the planning of the new Brooklyn Shorefront high school to make it adequate for experimentation with a new type of high school proposed by the Experimentation Committee of the High School Division.

4. Set up two experimental 4-4-4 complexes.

Integration

1. Review all high school zones and change feeder patterns to improve integration in individual schools.

2. Strengthen the free choice and open enrollment programs in the high schools with a vigorous publicity program.

3. Develop plans for the discovery and admission to the special schools of a limited number of selectees with potential pending preparation of long-range plans.

4. Establish after-school and summer programs for enriching the educative experiences of disadvantaged pupils with potential for admission to the specialized schools.

5. Prior to September 1965, evaluate the program by which certain junior high school pupils went to senior high school for their 9th year work to decide whether or not it is desirable to continue the program.

Vocational Education

1. Experiment with two-period and three-period shop programs instead of four-periods.

2. Begin development of a more uniform 10th year for both academic and vocational high schools to improve transfer possibilities and postpone specific trade choices until the 11th year for most pupils.

3. Develop short occupational courses for potential dropouts.

4. Expand the work-experience program.

5. Establish a "skills center" for out-of-school youth and adults in each borough.

6. Make all vocational schools available after school for pre-employment training of unemployed persons and academic high school students.

7. Appoint a joint committee to determine the most effective division of occupational training between community colleges and vocational high schools.

8. Arrange for an immediate and on-going study of the long-range employment needs of the City of New York for use in evaluating and up-dating vocational programs.

Guidance

1. Provide educational and vocational counselors for the disadvantaged at a ratio of 1:200.

2. Provide special counselling at a ratio of 1:50 for the small group of seriously disadvantaged or alienated students.

3. Establish youth counselling units in 3 additional Evening Guidance Centers, all 7 Youth and Adult Centers and the 16 evening high schools for service to out-of-school youth up to age 21.

Miscellaneous

1. Establish a uniform diploma for all graduates.

2. Immediately begin a massive curriculum development to produce units of instruction for non-college bound, uncommitted, less academically able and disadvantaged pupils.

3. Immediately expand programs of compensatory education for the disadvantaged.

4. Prepare a request for funds under the National Defense Education Act to establish summer institutes for teachers of the disadvantaged.

FOR FURTHER STUDY AND ACTION

1. The construction of new high schools should be made top priority in the building program of the Board of Education.

2. Development of high school sites on transit lines.

3. Development of long-range plans for admission of disadvantaged pupils to specialized high schools.

4. Preparation of steps toward concentrating vocational education in the 11th and 12th years and its possible extension to the 13th and 14th years.

5. Study of the use of industrial arts courses for the introduction of primary skills.

6. Evaluation of the benefits of 6-3-3, 5-3-4, 4-4-4 types of school organization.

7. Development of exploratory courses for the 9th and 10th years in business and distributive education, shop skills and home arts.

8. Preparation of programs to provide flexibility for student transfers between academic and vocational high schools in the 11th and 12th years.

The committee believes that the recommendations it has made in this report are but the initial steps in a continuing movement toward quality secondary education for New York City. The enthusiasm and dedication with which these proposals are translated into action and the degree of adaptability and resourcefulness which is developed will be the measures of progress. One thing is clear. The high school program must gear itself to excellence in caring for the needs of <u>all</u> children and in order to do this it must be comprehensive, flexible and responsive.

COST ESTIMATES FOR SEPTEMBER 1965

I. Compensatory Education for the Disadvantaged

A number of projects suggested for September 1965 pertain to services for disadvantaged children. It is difficult to specify the exact number of pupils in the senior high schools who might be eligible for this assistance. The number would vary from school to school. It seems reasonable, however, to estimate that at least 20% of the pupils in academic high schools and at least 40% of the pupils in vocational high schools would need to be served. This is the basis for the following requests in this category:

1. Smaller classes (not to exceed 25)	$2,576,200
2. After-school study program (double present service)	$250,000
3. Expansion of Cooperative Education (work experience) (based on an average of one full teaching position for coordination in all but the specialized academic schools)	$491,820 *
4. Programs for Disadvantaged Pupils With Potential for Specialized High Schools	
After-school 1965-66 (3 sessions per week for 30 weeks for an estimated 700 pupils @ 20 per class)	$50,250 *
Summer 1965 (40 sessions for 700 pupils)	$70,000 *
5. Additional Extra-Curricular offerings	$50,000
6. Summer Institutes for teachers of the disadvantaged(500)	$350,000 *

II. Experimentation with the Comprehensive High School

1. Conversion of certain industrial arts shops to trade shops in John Jay H.S.	$100,000 *
2. Conversion of certain trade shops to industrial arts shops in Woodrow Wilson H.S.	$40,000
3. Extra personnel service for Prospect Heights-Clara Barton combination	$12,400
4. Extra personnel service for Jamaica-Edison Combination	$12,400
5. To begin development of curriculum and teacher-training plans for the new "Shorefront" experimental school (1 position)	$5,855

III. Curriculum Development for Non-College Bound

Afternoon, Saturday and summer sessions for four people each from language arts, social studies, mathematics and science, and two people each from industrial arts and home arts (2 afternoons per week for 40 weeks, Saturdays, and 30 summer sessions)	$67,200 #

IV. Guidance Services

1. Ratio of 1-200 for disadvantaged pupils	$1,673,065 #
2. Ratio of 1-50 for a very limited number of seriously disadvantaged or alienated pupils (60 schools)	$587,040 #

3.	Seven new evening youth guidance centers	$85,000 #
4.	Guidance services for seven youth and adult centers and fifteen other evening high schools	$89,760 #

V. For Out-of School Youth

1.	Three additional "skill centers"	$5,500,000 **
2.	Opening vocational high school shops after school for pre-employment training	$120,000
	Total:	$12,130,990

\# Possibly eligible for partial reimbursement
* Eligible for reimbursement under EOC, VEA, NDEA OR MDTA Acts.
** Already approved Federal Manpower Development and Training Act Grant.